



Request for City Council Committee Action From the Department of Public Works

Date: November 26, 2002
To: Transportation & Public Works Committee
Referral to: None

Subject: Minneapolis Street Lighting Policy- Standard Wood Pole System

Recommendation:

- 1) Adopt Section I of the draft Minneapolis Street Lighting Policy as it pertains to the Standard Street/Alley lighting "wood pole" system dated June 3, 2002, and revised November 18, 2002.
- 2) Remove the restriction on developing new wood pole street lighting petitions.

Previous Directives:

August 1, 2002 – Discussion and direction to seek neighborhood input and direction to not develop new street lighting petitions.

June 13, 2002 - Discussion of draft Minneapolis Street Lighting Guidelines.

1999 – A draft Street Lighting Policy was discussed and postponed at Transportation and Public Works Committee.

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by:

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Financial Impact (Check those that apply)

☒ No financial impact - or - Action is within current department budget.
(If checked, go directly to Background/Supporting Information)

- ☐ Action requires an appropriation increase to the Capital Budget
- ☐ Action requires an appropriation increase to the Operating Budget
- ☐ Action provides increased revenue for appropriation increase
- ☐ Action requires use of contingency or reserves
- ☐ Other financial impact (Explain):

☐ Request provided to the Budget Office when provided to the Committee Coordinator

Background/Supporting Information:

The August 1, 2002, Transportation and Public Works committee meeting directed staff not to develop new petitions until the Minneapolis Street Lighting Policy was adopted. Staff has since received requests from constituents for additional standard wood pole street lighting. Some of these areas would be eligible for additional lighting based on the current lighting standard.

The language in the Proposed Minneapolis Street Lighting Policy follows current process for the standard street/alley lighting. The additional item in the proposed policy, not in practice today, is the 90-day time limit for the petitions to be returned. Because these petitions usually involve just one block, the 90-day limit should be adequate.

The discussions to date have revolved around the low-level lighting systems. The wood pole system has not proven to be an issue. The wood pole system is installed at no cost or assessment to the property owner. These lights are owned and operated by Xcel Energy and the costs are paid from the City's General Fund. Costs for removal of the wood pole system may result in an assessment to the property owners if the system is not in place for the minimum of 5 years.

Cc: Ed Backstrom, Suzette Hjermstad

Exhibit 1- draft City of Minneapolis Public Works Department Street Lighting Guidelines dated June 7, 2002, and revised November 18, 2002

draft

CITY OF MINNEAPOLIS

PUBLIC WORKS DEPARTMENT STREET LIGHTING GUIDELINES

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Minneapolis has had a variety of street lighting programs over the years and those programs have changed to meet the changing demands and perceptions of lighting needs. There are basically three lighting systems in the City:

- Standard Street/Alley Lighting
- Residential Low-Level Lighting
- Commercial District High/Low Level Lighting

I. STANDARD STREET/ALLEY LIGHTING

This lighting system was previously referred to as "non-ornamental" or "wood pole" lighting and is used predominantly in residential areas.

System Standards:

Generally speaking this system includes one light at each intersection, one light near the midpoint of short blocks (approximately 300-foot blocks - usually east/west) and two lights on long blocks (approximately 600-foot blocks - usually north/south) at the one-third points. On blocks longer than 600 feet, lights are spaced approximately 200 feet apart. The intersection lights are 150-watt high-pressure sodium (HPS) luminaries and the mid-block lights are 100-watt HPS luminaries. The lighting fixture style is chosen by Xcel Energy (currently in use throughout the City is the Cobrahead style light) and generally is mounted on a wood pole with power fed through overhead lines. The standard street and alley lights must remain in service for a minimum of five years.

The standards for street and alley lighting are shown in Attachment 1 – Standard Street Lighting and Attachment 2 – Standard Alley Lighting.

Costs to Property Owners:

Since these lights comply with the City's lighting standards, the initial capital costs (if any) and all the operation and maintenance costs of this lighting system are provided by the City at no cost and are paid from the City's General Fund. This lighting system is installed, owned, operated, and maintained by Xcel Energy. Malfunctioning lights for the wood pole system are directed to Xcel Energy at 1-800-960-6235.

There may be installation and removal costs assessed to property owners if the removal of a light occurs prior to the five-year minimum as required in the Xcel Energy contract with the City of Minneapolis. Also, see the Light Removal Process below.

Petition Process to Meet Standard Street/Alley Lighting:

- 1) Any property owner can request these lights on any street or alley by submitting in writing a request to Public Works for a petition. The petition request must include the streets or alleys on which the requested lighting would be located as well as the number of lights being requested, contact name and phone number, and indicate that the affected Council Member has been informed.
- 2) The Public Works Department will prepare a petition form that will include:
 - Description of petition area and minimum five year time period
 - Number of lights
 - Declaration of who can sign the petition
 - Percentage of “approval” signatures required for implementation
 - Time deadline for return of petition
 - Contact number of neighborhood representative if someone would like to ask additional questions
- 3) The requester is then responsible for circulating the petition, obtaining signatures for approval, and returning it to the Public Works Department for verification within the stated time period.
- 4) The maximum time allowed to complete and return the petitions to the Public Works Department is 90 days from the date of petition form transmittal to the requester. ~~unless an extension is granted by the City Council Member(s) of the area.~~
- 5) At least 65% of the affected properties (owners and renters) signatures are needed. Affected properties are those that are within the affected front footage of the block(s) abutting the street or alley on which the streetlights are proposed.
- 6) Completed petitions are submitted to the Public Works Department for verification of signatures. The Public Works Department will verify the petition.
- 7) The lighting installation approval initially rests with the Council Member for that area. A “To The Record” letter, signed by the respective City Council Member(s), is submitted quarterly to the City Council for approval.
- 8) Once the Council Member has approved the project, staff will direct Xcel Energy to install the respective lighting. Xcel Energy is responsible for the final location, planning, installation, operation and maintenance of these lights.

Light Removal:

The standard street/alley lights shall have a five-year minimum installation period as required by the Xcel Energy contract with the City of Minneapolis. There may be installation and removal costs assessed to property owners if the removal of a light occurs prior to this minimum installation period.

Lighting for mid-block and alley locations may be removed. Intersection lighting is mandated in the City Ordinance and can not be removed.

For removal of existing standard lights, the requester must secure a petition signed affirmatively by property owners representing 100% of the affected front footage of the block(s) abutting the street or alley on which the street light is to be removed using the above petition process.

Additional Lights in Excess of the City Standards:

There are no provisions for additional lighting in excess of the City's lighting standards. Property owners are to contact Xcel Energy directly to discuss details and costs of additional lighting on their property, not the public right-of-way. The City is not involved in these light installations or costs.

II. RESIDENTIAL LOW-LEVEL LIGHTING

This low-level lighting system (previously referred to as "ornamental" or "pedestrian level" lighting) is used in residential areas as a replacement for and improvement to the standard street/alley lighting (See Section I.) provided by the City. This low-level system typically results in an increased number of lighting units in a block for a more even distribution of light. The light fixture is lower in height and often considered more pleasing in appearance than the standard street/alley lighting system. These lights are also designed to better illuminate sidewalks as well as roadways

System Standards:

There are two approved fixture styles - the acorn and the lantern. The fixture style is selected by the neighborhood. Public Works encourages continuity of fixture style in sections of the City to maintain uniformity in style and avoid an inconsistent block-to-block style change. Fixtures are mounted on an approved pole at a height of 12 feet. This height was chosen to optimize light distribution on the street and sidewalk while minimizing the opportunity for vandalism.

The lighting system is powered by underground wiring. Generally all overhead light fixtures mounted on wood poles along the streets will be removed in the project area (except those required at signalized intersections or for state road standards). After the low-level lighting system is completely operating, the City will direct Xcel Energy to remove the standard street/alley system. Wood poles and overhead wiring will be removed wherever possible, if it is not supporting other utilities.

The proposed area must consist of at least four contiguous blocks to be considered under this program. If the entire neighborhood is included in the petition effort, lights will be installed on both sides of the boundary streets, including properties that are in adjacent neighborhoods.

The standards for this lighting system are shown in Attachment 3 – Low-Level Residential Street Lighting Standard. The lighting project must meet the Average Footcandles and Uniformity Ratio developed by lighting industry standards and the Public Works Department. The light pole spacing standards reflect a typical 32-foot residential street. Pole spacing and quantity may vary depending on the street width. The Public Works Department must review and approve all lighting fixtures and pole placement.

Costs to Property Owners/Assessment Process:

The costs to administer, design and construct the low-level lighting system are considered capital costs. These capital costs are assessed totally to the benefiting property owners, unless other funding sources, such as Neighborhood Revitalization Program funds, are used to reduce the assessable costs.

Operation and maintenance costs are a basic public service paid by the City's General Fund at no cost to the property owners unless the City's lighting standards are exceeded. If the lighting standards are exceeded, the additional operation and maintenance costs over and above the standard costs are added as an on-going assessment to the affected properties for those lights exceeding the City's lighting standards. Properties within the assessment influence zones are assessed for the capital costs associated with the lighting system. The assessment rate is applied uniformly to all assessable properties, irrespective of land use. Assessments can be paid over a 20-year period with interest determined by the sale of bonds, or they can be paid in full at any time with no penalty.

Properties subject to property taxation do not pay for the operation and maintenance costs of the lights unless the numbers of lights exceeds the City's lighting standard. Non-profit organization property exempt from property taxation pay for the operation and maintenance costs through a special assessment for operation and maintenance.

Petition Process to Meet Residential Low-Level Lighting:

- 1) Any property owner or resident can request low-level lighting for an area. The request must be in writing and include the blocks in question for lighting installation, a contact name and phone number, and indication that the affected Council Member and neighborhood association have been informed.
- 2) Once the petition area has been established, the Public Works Department will prepare a petition form that will include:
 - Map and description of petition area
 - Estimated cost for entire project
 - Estimated number and location of lights
 - Funding methods
 - Estimated assessment rate for defined average lot
 - Declaration of who can sign the petition
 - Percentage of "approval" signatures required for implementation

- Time deadline for return of petition
 - Contact number of neighborhood representative and/or City staff if someone would like to ask additional questions
- 3) Public informational meetings to explain the project and process, especially for large projects, are encouraged.
 - 4) Once the petition process has begun, the project boundaries cannot be changed without the written approval of the City Council Member(s) for the project area. Otherwise, new petitions will be prepared showing the new project boundaries and the process will begin again.
 - 5) The requester is then responsible for circulating the petition, obtaining signatures for approval, and returning it to the Public Works Department for verification within the stated time period.
 - 6) The maximum time allowed to complete and return the petitions to the Public Works Department is one year from the date of petition form transmittal to the neighborhood, unless an extension of up to six months is granted by the City Council Member(s) of the area.
 - 7) Signatures representing at least 65% of the total square footage of the benefiting property owners as calculated by the Public Works Department must be obtained before the project will be considered for Council approval. This percentage is a Public Works Department guideline and is advisory to the City Council. Each lighting system will be reviewed and approved by the City Council. The City Council may approve a project with a percentage less than 65%.
 - 8) Completed petitions are submitted to the Public Works Department for verification of signatures. The square footage of property areas represented by petition signers is calculated, and the percent approval is determined.
 - 9) If the City Council Member(s) of the area determine that the interest level warrants continuing the process, then the project is formally submitted by the Public Works - Transportation and Parking Services Division to the Transportation and Public Works (T&PW) Committee and the City Council for authority to proceed. After approval is received, detailed property assessment rolls are prepared, and notices are sent to property owners notifying them of the official public hearing date. The T&PW Committee holds the public hearing, and assuming T&PW Committee approval, the City Council and the Mayor approve the project for construction.
 - 10) The Public Works Department will develop a timeline to complete the lighting project based upon the other workloads, project approval date and the bid process.

Light Removal:

For removal of residential low-level lights, the requester must secure a petition signed affirmatively by property owners representing 100% of the affected square footage of

the block(s) abutting the streets for at least four contiguous blocks on which the street lights are to be removed using the above petition process.

End of Useful Life:

The residential low-level lighting system has a useful life of approximately 25-35 years. The City Engineer will determine the end of the lighting system's useful life. At the end of its useful life, a new lighting system will be installed and the affected property owners will be assessed. The affected area must be re-petitioned to install a new lighting system. Once a system has reached its useful life, the replacement process will be as follows:

- 1) The Public Works Department will send a notice to the Council Member(s) and the neighborhood association(s) of the lighting area. This notice will request action to:
 - a) remove the old low-level lighting system and install the standard street/alley (wood pole) system, or
 - b) remove the old low-level lighting system and install a new low-level system
- 2) After a response to the notice is received, Public Works will send out a petition for the respective replacement lighting system.
- 3) Assessments will be charged for the removal and/or replacement of the low-level lighting system. Cost to install the replacement wood pole system will not be assessed.

III. COMMERCIAL DISTRICT HIGH/LOW LEVEL LIGHTING

The Commercial District Lighting Program has two basic classifications - the Central Business District and the Outlying Business Districts (See Attachment 4 – Definition of a Commercial District). Typically the Central Business District has a higher concentration of lights than an Outlying Business District. The process is essentially the same for both classifications and will apply to new developments, commercial blocks, intersections or areas. In general, this lighting program was set up to accommodate the special increased lighting needs for commercial areas.

System Standards:

Usually, the lighting hardware is mounted on higher poles, spaced closer together, and produces more light than in residential areas of the City. The street lighting design shall be in accordance with City's lighting standards utilizing City poles and fixtures.

Central Business District (CBD)

The lighting project must meet the Average Footcandles and Uniformity Ratio developed by lighting industry standards and the Public Works Department. To have a consistent lighting level in the CBD, the minimum and maximum average footcandles for the installed system are 2.0 and 2.5, respectively. The light pole spacing standards reflect a typical 60-foot commercial street. Pole spacing and quantity may vary depending on the street width. The Public Works Department must review and approve all lighting fixtures and pole placement. The standards for the high and low-level CBD lighting system are as follows:

High-Level CBD Lighting -- This is a 30-foot street light on a metal pole with a 250-watt HPS "shoebox" style lighting fixture. (See Attachment 5 – Central Business District Street Lighting Standard).

Low-Level CBD Lighting -- This is a 12-foot pole with a 100 watt HPS double acorn style lighting fixture. The standard low-level poles have electrical outlets that are not functioning unless a Special Service District is created to pay for the operations and maintenance costs. (See Attachment 6 – Low Level Central Business District Street Lighting Standard)

New lights are encouraged to be installed on an entire CBD block and not on a property by property basis. However, if a CBD property proposes to install low-level lighting on just their property, the property owner at their own cost must complete and submit to the Public Works Department for their approval the following items:

- 1) develop a lighting plan for the entire CBD street (both sides) that indicates where all low-level lights would be installed,
- 2) define which lights will be installed by the property,
- 3) define which high-level lights will be removed, and

- 4) prepare an engineered lighting plan that indicates the average footcandles and uniformity ratio standards are still met with the respective changes.

Outlying Business District (OBD)

The lighting project must meet the Average Footcandles and Uniformity Ratio developed by lighting industry standards and the Public Works Department. To have a consistent lighting level in the CBD, the minimum and maximum average footcandles for the installed system are 0.8 and 1.6, respectively. The light pole spacing standards reflect a typical 50-foot commercial street. Pole spacing and quantity may vary depending on the street width. The Public Works Department must review and approve all lighting fixtures and pole placement. The standards for the high and low-level OBD lighting system are as follows:

High-Level OBD Lighting -- This is a 30-foot street light on a metal pole with a 250-watt HPS "shoebox" style lighting fixture. (See Attachment 7 – Outlying Business District Street Lighting Standard).

Low-Level OBD Lighting -- This is a 12-foot pole with a 100 watt HPS double acorn style lighting fixture. The standard low-level poles have electrical outlets that are not functioning unless a Special Service District is created to pay for the operations and maintenance costs. (See Attachment 8 – Low Level Outlying Business District Street Lighting Standard)

New lights are encouraged to be installed for the entire OBD area and not on a property by property basis. However, if an OBD property proposes to install low-level lighting on just their property, the property owner at their own cost must complete and submit to the Public Works Department for their approval the following items:

- 1) develop a lighting plan for the entire OBD street (both sides) that indicates where all low-level lights would be installed,
- 2) define which lights will be installed by the property,
- 3) define which high-level lights will be removed, and
- 4) prepare an engineered lighting plan that indicates the average footcandles and uniformity ratio standards are still met with the respective changes.

Costs to Property Owners/Assessment Process:

The costs to administer, design and construct the commercial district lighting system are considered capital costs. The requesting individual, developer, organization, district, or property owners are responsible for all capital costs, including installation, for the proposed lighting system. Operation and maintenance costs are a basic public service paid by the City's General Fund at no cost to the property owners unless the City's lighting standards are exceeded. In that circumstance, the added operation and maintenance costs above the standards are added as an on-going assessment to the properties or organizations benefiting from the added lighting.

Operation and maintenance costs are a basic public service paid by the City's General Fund at no cost to the property owners unless the City's lighting standards are exceeded. If the lighting standards are exceeded, the additional operation and maintenance costs over and above the standard costs are added as an on-going assessment to the affected properties for those lights exceeding the City's lighting standards. Properties within the assessment influence zones are assessed for the capital costs associated with the lighting system. The assessment rate is applied uniformly to all assessable properties, irrespective of land use. Assessments can be paid over a 20-year period with interest determined by the sale of bonds, or they can be paid in full at any time with no penalty.

Properties subject to property taxation do not pay for the operation and maintenance costs of the lights unless the numbers of lights exceeds the City's lighting standard. Non-profit organization property exempt from property taxation pay for the operation and maintenance costs through a special assessment for operation and maintenance.

Petition Process to Meet Commercial District Lighting:

- 1) Property owners or developers within these commercial areas may initiate the installation of commercial street lighting by submitting a written request including a proposed lighting plan prepared by Public Works staff or other qualified professionals. The request must be in writing and include the blocks in question for lighting installation, a contact name and phone number, and indicate that the affected Council Member(s) and neighborhood association(s) have been informed.
- 2) The actual approval process will vary based on how the lighting system is to be funded, i.e. developer, business organization, special service district, property assessment, or outside sources. Depending on the funding source, a petition may or may not be required.

If a petition area is established, the Public Works Department will prepare a petition form that will include:

- Map and description of petition area
 - Estimated cost for entire project
 - Estimated number and location of lights
 - Funding methods
 - Estimated assessment rate for defined average lot
 - Declaration of who can sign the petition
 - Percentage of "approval" signatures required for implementation
 - Time deadline for return of petition
 - Contact number of neighborhood representative if someone would like to ask additional questions
- 3) Public informational meetings to explain the project and process, especially for large projects, are encouraged.
 - 4) Once the petition process has begun, the project boundaries cannot be changed without the written approval of the City Council Member(s) for the project area.

Otherwise, new petitions will be prepared showing the new project boundaries and the process will begin again.

- 5) The requester is then responsible for circulating the petition, obtaining signatures for approval, and returning it to the Public Works Department for verification within the stated time period.
- 6) The maximum time allowed to complete and return the petitions to the Public Works Department is one year from the date of petition form transmittal to the neighborhood, unless an extension of up to six months is granted by the City Council Member(s) of the area.
- 7) Signatures representing at least 65% of the total square footage of the benefiting property owners as calculated by the Public Works Department must be obtained before the project will be considered for Council approval. This percentage is a Public Works Department guideline and is advisory to the City Council. Each lighting system will be reviewed and approved by the City Council. The City Council may approve a project with a percentage less than 65%.
- 8) Completed petitions are submitted to the Public Works Department for verification of signatures. The square footage of property areas represented by petition signers is calculated, and the percent approval is determined.
- 9) If the City Council Members(s) determine that the interest level warrants continuing the process, then the project is formally submitted by the Public Works - Transportation and Parking Services Division to the Transportation and Public Works (T&PW) Committee and the City Council for authority to proceed. After approval is received, detailed property assessment rolls are prepared, and notices are sent to property owners notifying them of the official public hearing date. The T&PW Committee holds the public hearing, and assuming T&PW Committee approval, the City Council and the Mayor approve the project for construction.
- 10) The Public Works Department will develop a timeline to complete the lighting project based upon the other workloads, project approval date and the bid process.

Light Removal:

For removal of commercial district lights, the requester must secure a petition signed affirmatively by property owners representing 100% of the affected square footage of the block(s) abutting the street for on which the street light is to be removed using the above petition process.

End of Useful Life:

The commercial district lighting systems have a useful life of approximately 25-35 years. The City Engineer will determine the end of the lighting system's useful life. At the end of its useful life, a new lighting system will be installed and the affected property owners will be assessed. The affected area must be re-petitioned to install a new system.

Once a system has reached its useful life, the replacement lighting process will be as follows:

Central Business District (CBD)

- 1) The Public Works Department will send a notice to the Council Member(s) and the property owners of the lighting area. This notice will request action to:
 - a) remove the old lighting system and install a new high-level system, or
 - b) remove the old lighting system and install a new low-level system
- 2) After a response to the notice is received, Public Works will follow through to install the respective replacement lighting system.
- 3) Assessments will be charged for the removal and replacement of the lighting system.

Outlying Business District (OBD)

- 1) The Public Works Department will send a notice to the Council Member(s) and the business and/or neighborhood association(s) of the lighting area. This notice will request action to:
 - a) remove the lighting system and install a new high-level system, or
 - b) remove the lighting system and install a new low-level system, or
 - c) remove the lighting system and install a standard street/alley (wood pole) system.
- 2) After a response to the notice is received, Public Works will send out a petition for the respective replacement lighting system.
- 3) Assessments will be charged for the removal and/or replacement of the high and low-level lighting systems. Cost to install the replacement wood pole system will not be assessed.